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AN OVERVIEW OF SCAG'S PLANS

OCTOBER 1988

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To the Residents of the Region:

Everyone who lives or works in the region will be affected by three plans soon to be adopted by the Southern California Association of Governments, of which I am the Executive Director. These plans are efforts to confront the problems of Transportation (our overcrowded streets and freeways), Air Quality (we have the worst in the nation), and Growth Management (we will have five million more residents in just over twenty years).

I urge you to read the plan summaries, which I have enclosed with this letter, and then to make your views on the plans known at one of two Public Hearings. If you have an idea that will improve your future and ours, we want to hear it.

The Public Hearings will be held at SCAG, 600 South Commonwealth Avenue, Suite 1000, in Los Angeles. The first hearing is on November 18 at 1:00 p.m., the second hearing is on December 15 is at 9:30 a.m., before the SCAG Executive Committee. Please plan to meet with our board of local elected officials on one of those days.

If you need directions to SCAG, please phone us at (213) 385-1000.

I urge you to be present and make your opinions known. They *do* count.

Thank you.

Mark Pisano

Mark Pisano
Executive Director
The Southern California Association of Governments

ALTERNATES

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AIR QUALITY, TRANSPORTATION, AND GROWTH MANAGEMENT PLANS FOR THE SCAG REGION -- AN OVERVIEW

The Southern California Association of Governments, a regional planning agency that represents six counties and more than 150 cities, will soon adopt major plans to guide the region's future.

These plans aim at cleaning the air we breathe, minimizing traffic congestion, and managing the vast growth expected in Southern California.

These plans are all interrelated. We cannot improve our air unless we do something about traffic, since much of our air pollution comes from automobiles and trucks. But we cannot solve our traffic problems without bringing our jobs and our housing closer together, since much of our traffic problem comes from people driving long distances to get to work and then home again.

The plans have important effects on each other, and also on society as a whole -- on the *way* we live, on *where* we live, on our jobs. For instance, some industries are so harmful to the air we breathe that they may not be permitted any longer to operate in our air basin. If they are shut down, jobs will be lost. Recently, SCAG was authorized to study how new laws passed by the South Coast Air Quality Management District (SCAQMD) will affect jobs and working people in the region. SCAG has been examining ways to improve job retraining for displaced workers, and SCAG's initial report on which jobs will be affected by the AQMD's new regulations will be presented to the citizens of the region soon.

The following pages give an overview of plans for air quality, transportation, and growth management. The air quality management plan is prepared jointly by SCAG and the South Coast Air Quality Management District; the measures called for in SCAG's plans for transportation, land use, and growth management are a portion of the regional air quality management plan, since they have beneficial effects on air quality.

Public hearings and workshops on all of these plans have been and are being held throughout the six-county region (Los Angeles, Orange, San Bernardino, Riverside, Ventura and Imperial). Your comments and suggestions on the plans are welcome. If you cannot attend a public hearing or workshop, you can make your opinions known by writing to SCAG at 600 South Commonwealth Avenue, Suite 1000, Los Angeles, California 90005, or calling us at (213) 385-1000.

The strong measures called for in the plans will require cooperation and some amount of effort from all of the region's citizens. But without effort, we cannot win the enormous battles ahead.

If the battles against traffic congestion and overcrowding are lost, we will have no quality of life worth fighting for. If we lose the battle against further pollution of our already unhealthful air, no one could or would want to live in this region. These are battles that we ***must*** -- and with planning and cooperation, ***can*** -- win.

AIR QUALITY

Southern California stands at a turning point in its history. The dynamic growth of this region has made it the eleventh largest economic center in the world. Further, if the growth trends of the last ten years continue, the region will increase its population almost 50% by the year 2010.

But the region is already suffering from the effects of unbridled growth. The freeways are almost gridlocked, housing is becoming less affordable, and much of the region experiences air pollution.

The links between growth, housing, jobs, traffic, and air quality are clear, and we know that solving one problem begins to solve all of them. But what course of action can the region take to accomplish this?

The choices for action can be simply stated:

1. **Will the region choose a bold course of action, or just keep on doing what it's done in the past?**

This question is the starting point of the debate for each of the four critical regional plans now being discussed --Mobility, Growth Management, Housing, and Air Quality. "Business As Usual" is the easiest course. However, it can only result in the quality of life getting worse.

2. **How much new freeway construction will the region want? Will we change our driving habits to lessen demand on the freeways?**

The Regional Mobility Plan aims at restoring the level of mobility we had back in 1984. While the cost to build new facilities is $56 billion, the Plan emphasizes demand-management measures -- such as ridesharing, greater use of transit, alternative work hours -- that reduce both vehicle trips and vehicle miles traveled. The mix of measures we use to reach our mobility goals will affect our air quality future.

3. **Will the region try to achieve a balance of jobs and housing in subregions, so that commute distances can be shortened?**

The Regional Growth Management Plan presents the population, housing, and job forecasts for the year 2010. A key choice involves distributing the growth so that jobs and housing are near each other. The plan assumes that uncoordinated local growth-control efforts would cause an unproductive redistribution of regional totals. The Growth Management Plan's distribution of new growth is designed to achieve Job/Housing balance in the region, in order to improve mobility and air quality. Only a small percentage of new housing (4.2%) and new jobs (9.5%) would be impacted.

4. **Will the region make a commitment to use alternative sources of energy that are less harmful to air quality and the environment at large?**

The 1988 Air Quality Management Plan aims at attaining federal clean air standards by the year 2007. To make significant progress toward this goal, in light of the dramatic growth forecast for the region, tough control measures are needed. In the alternative choices presented, the trade-offs between controls on stationary sources, area sources, and mobile sources can occur only if we commit to using alternative sources of energy. The choices for air quality improvement involve not only the issues of demand management, but -- even more fundamentally -- the issues of fuel and power.

Many of SCAG's proposed Transportation, Land Use and Energy Conservation Measures for the 1988 Air Quality Management Plan (AQMP) were presented in the 1979 and 1982 AQMPs as long-range study proposals. Today, every measure calls for specific commitments within the near-term future.

In the past, the plans stopped short of actually charting a course to attain the national clean air standards. Programs were proposed to improve the air quality, and, in general, the focus rested on controls on major industries and automobile tailpipe emissions. Today, the price of clean air must include changes in how each resident uses his or her automobile.

Relieving traffic congestion goes hand in hand with improving air quality, and both issues are of critical concern to local government. Local governments must have a coordinated response to improve air quality in the region.

Through this report, the region can debate its commitment to demand management, job/housing balance, and alternative energy sources. These measures provide significant air quality and mobility benefits.

In broad terms, the AQMP has four components to address: (1) stationary sources, (2) area sources, (3) mobile sources, and (4) fuels. The measures in this report primarily involve mobile sources, with some impact on fuels.

The battle to attain clean air is the toughest challenge facing this region. The components of the battle are these: (1) In the next 20 years, Southern California will see a population increase of five million -- this is equivalent to adding the population of the San Francisco Bay area to this region. (2) This growth must be managed from a regionwide perspective; a similar approach must be made to cleaning the air, as well. (3) To attain clean air

and avoid gridlock, the region must reduce one-person vehicle trips. (4) If we "forgive" emissions from any pollution source, the pollution reduction must be squeezed out of some other source. (5) Ultimately, achieving clean air will depend on a major shift to alternative sources of energy.

LINKAGES BETWEEN REGIONAL PLANS

The three regional plans that are directly linked to the debate on the AQMP are:

- **The Regional Mobility Plan;**
- **The Growth Management Plan;**
- **The Regional Housing Needs Assessment (RHNA).**

All of these plans are being updated on the same schedule as this AQMP, and the unifying link between them is the projected population growth for the region.

The Mobility, Growth and Housing Plans all bring specific program actions to bear on this AQMP. These relationships are briefly described below.

o **REGIONAL MOBILITY PLAN:** SCAG's Executive Committee has endorsed a preferred strategy that calls for:

- -- **Demand Management Programs that would impact 80% of all work trips;**
- -- **$57 billion of facility improvements; and**
- -- **Implementation of a Growth Management Plan.**

o **GROWTH MANAGEMENT PLAN:** A total population of 18.3 million is forecast for the SCAG region by 2010. Within the air basin, which includes the counties of Los Angeles, Orange, and Riverside, and the non-desert portion of San Bernardino County, the projected population is 15.5 million. SCAG's Executive Committee has endorsed a preferred alternative that calls for:

- -- **9.5% of the *new* jobs to be shifted to housing-rich areas, and**
- -- **4.2% of the *new* housing units to be shifted to the job-rich areas.**

o **REGIONAL HOUSING NEEDS ASSESSMENT PLAN:** The housing distribution goals from the preferred Growth Management Alternative are presented as housing needs projections for every city and county in the region. The RHNA Plan establishes:

- -- **Legally binding five-year targets for all types of housing needs, including low- and moderate-income, for each jurisdiction within the region.**

OVERVIEW OF THE TRANSPORTATION, LAND USE AND ENERGY CONSERVATION MEASURES

The measures have been divided into three groups: Transportation, Land Use, and Energy Conservation. There are 26 transportation measures, one major land-use measure, and three energy conservation measures. These measures are consistent with the proposals in the Regional Mobility Plan and the Growth Management Plan.

Each measure is described in terms of three Tiers of action.

Tier I contains:

- **Actions to be taken in the first five years, and**
- **Transportation improvements which can be built with funds available in the next 20 years.**

These actions rely on technologies that are currently available and on funds that are already committed.

Tier II contains:

- **Actions to be taken from year 6 to 20, and**
- **Actions dependent upon additional funding or new legislative authority.**

Tier III contains:

- **Actions tied to future technology.**

MAJOR MEASURES

Although all the measures are important, seven groups of measures stand out in their ability to offer significant reductions:

- **Alternate Work Schedules**
- **Mode Shift Strategies**
- **Goods Movement**
- **Freeway Improvements**
- **Rail Electrification**
- **Electric Vehicles**
- **Growth Management**

For the year 2010, these measures represent close to 95% of the total reductions for Reactive Organic Gases.

GROWTH MANAGEMENT

Why we need to manage growth -- the scope of the problem

A major cause of many of the region's problems -- from astronomical housing prices to air pollution to freeway congestion -- is our rapid growth. In 1980, the U.S. Census counted 11.6 million people living in this six-county region. In 1984, the population was estimated at 12.4 million. The most recent (1988) population estimate is 13.7 million. The region has grown by more than 2 million people in just eight years.

Projections for future growth show more of the same. 18.3 million people will live in the SCAG region in 2010. (One in every 18 persons in the U.S. now lives in the SCAG region; in just 22 years, it will be one in 15.)

The reasons for this growth are the excess of births over deaths -- natural increase -- and migration into the region. In any year this region has more births than deaths, and 63% of our growth between 1980 and 2010 will be due to this factor.

People migrating here from other places will also boost the population. While about 9 million people will leave the region between 1980 and 2010, 11.4 million are expected to arrive here from elsewhere (8.1 million from other areas of the U.S., 3.3 million from other countries).

These figures are derived from SCAG's Draft Baseline Projection, which uses data from the year 1984 as its base, and calculates what the region's population and job picture will be in 2010 if the demographic and economic trends of the last ten years continue. The projection reflects the influences of government policies in effect as of 1984, but does not assume any new government controls affecting the trends in the region's demography, the economy, or the regional housing market.

Attempting to control our region's population growth is not feasible, but we can improve the quality of life for everyone by seeing that the region's distribution of housing and employment lessens the necessity for people to commute long distances between home and work. Presently, there are high concentrations of jobs in areas such as the Los Angeles Central Business District, the vicinity of Los Angeles International Airport, and Orange County, but housing in these areas is scarce or unaffordable to the average worker. Housing is concentrated in the outlying counties -- San Bernardino, Riverside, Ventura -- where shelter is more affordable and plentiful, but jobs are comparatively few. The result is that hundreds of thousands of workers stream across the region each morning and evening, clogging the freeways, burning vast quantities of petroleum products that pollute the air, and spending hours of what could be leisure time traveling long distances to and from their jobs.

What can be done?

A sensible approach to this problem was suggested as long ago as 1926 by the members of the City Club of Los Angeles, concerned even then about long-distance commuting. Establish "garden cities", they said, that have a sensible balance of jobs and housing within them, so that people can live close to where they work and work close to where they live. More than half a century later, that dream has not been realized, but the Growth Management Plan, recently adopted by SCAG's Executive Committee, may bring its realization closer.

The Growth Management Plan aims at local governments' directing the locations of some future housing and future employment to bring about a more beneficial balance of jobs and shelter within subregional areas. No existing housing or employment would be affected, and the Plan would affect only 4.2% of new homes and 9.5% of new jobs -- both redevelopment in economically disadvantaged areas as well as new construction -- but the benefits would be enormous in terms of preventing further congestion of the freeways and restoring some of the leisure time now sacrificed to commuting.

Among the measures that local governments can use to attain job/housing balance targets: require mitigation measures to be borne by the developer, if projects worsen the jobs/housing balance in a subregion; establish local and regional priorities for building the infrastructure needed to support jobs/housing balance; locate new major facilities that are job-inducing in job-poor subregions and those that induce housing in subregions that are housing-poor. Governments in Southern California now subsidize and regulate growth through programs of capital improvements, regulations, exactions and zoning. Many of the actions proposed simply enhance the current system to incorporate regional jobs/housing balance actions.

The Plan can be carried out largely through existing institutional and governmental structures, and some state and regional agencies. It requires that local governments modify current regulations and create or redirect incentives to bring about a better balance of jobs and housing.

The Growth Management Plan, by itself, cannot achieve the vision and goals intended for the region. The Growth Management Plan strategies need to be implemented in coordination with the measures proposed in plans for transportation, housing, air quality, etc., to assure consistency in the proposed courses of action and the attainment of regional goals.

Transportation

The goal of the Regional Mobility Plan is to recapture and retain the transportation mobility level of 1984, and the Plan provides specific means for addressing the region's problems. Accomplishing the elements of the Plan will require commitment from the region's elected officials and a substantially more generous level of funding for transportation improvements than is currently available.

The region's primary mode of achieving mobility will probably continue to be the automobile. The congestion problem, already severe in certain places and at certain times, will become acute.

- Our region, which is now home to 13.7 million people, faces significant growth. In the coming 22 years, nearly five million additional people will live here. The region's highways and streets -- many of which have already reached saturation levels during peak commuting hours -- will have to cope with the vehicles of the new residents, as well as the increased freight traffic to serve consumer needs.

- By 2010, daily trips and work commutes on the region's streets and freeways will increase by 42 per cent:

MILLIONS OF	1984	2010
DAILY TRIPS	40.2	57.0
WORK COMMUTES	7.3	10.3

This means that for every 1,000 vehicles on the road today, there will be **1,420** tomorrow.

Even if our streets and roadways could tolerate all these vehicles, the region's health cannot. The automobile is a major contributor to the region's air pollution problem -- the nation's worst -- and the Air Quality Management District and the State and Federal Governments are pressuring the region to reduce its use.

Solutions to the problem will be expensive. To compound matters, California state law has placed severe restrictions on the ability of local and state governments to raise the additional revenues needed to respond to these problems. Thus, the mobility problem requires not only technical and technological solutions, but financial solutions as well.

An overall Plan is essential. Only by following a comprehensive strategy, rather than reacting to crises with piecemeal responses, can the region retain or improve its mobility.

Four separate strategies that could solve the problem were carefully examined by SCAG's Executive Committee of local elected officials. The first was a major program for building new transportation facilities; the second showed a heavy emphasis on demand management; the third was built around an intense program of system management; the fourth emphasized a balance of jobs and housing within subregions to shorten commutes. The Executive Committee concluded that the best approach would combine all of these components. The Preferred Strategy would do the following:

- Through a vigorous program of Transportation System Management to move traffic efficiently, the Preferred Strategy would use the existing system to the maximum.

- Through a program of Transportation Demand Management, the Preferred Strategy would induce commuters to change work and commuting patterns. Certain actions could reduce the number of trips made; others would redistribute necessary trips through the more efficient use of vehicles and by spreading peak commute-trips over more hours.

- Under the Preferred Strategy, SCAG would work with county and local governments to encourage a better balance of jobs and housing in subregional areas. More people would live closer to where they work, and cross-region commute trips would be reduced.

- Finally, the Preferred Strategy would add new facilities to the existing transportation system, and give emphasis to modes that carry more than one person: transit and car pooling.

The Plan proposes a program of actions that would foster each interacting component of this strategy. These are divided into actions possible with present funding, and those that require additional resources (these latter are almost exclusively new construction projects and transit facilities). The Plan provides policy guidance to regional, county, and local entities, and suggests how private sector groups can help meet the goals. Finally, there are alternative suggestions for approaching the mobility issue if strategic elements in the Plan cannot be achieved to the degree assumed.

Specific actions recommended under this plan are:

Transportation System Management

- Ramp metering and HOV by-pass lane programs.
- Advanced signalization and coordination of key intersections throughout the region.
- Programs of incident monitoring, control and response.

Taken together, these are expected to eliminate up to 800,000 hours of delay daily from the transportation system.

Transportation Demand Management

- o Eliminate 3 million daily work trips through work-at-home and telecommuting.
- o Encourage wider use of alternative work schedules.
- o Increase ridesharing to 1,610,000 daily work-trips.
- o Increase transit usage to 1,400,000 daily work-trips.
- o Study the implementation of user charges for congestion, peak period use, tolls, parking, fuel taxes, and emissions fees.

Transit Development

- o Work with County commissions and operators to implement all projects within the constrained program. (RTD MOS-1 and MOS-2, Long Beach, Century, Pasadena, Valley and Coast Light Rail links, and Valley Metrorail extensions; and Orange County Transitway program.)
- o Identify and create new sources of funds needed to complete the unconstrained program of transit development.
- o Work to improve regional and long range planning for transit through better coordination, funding, and delineation of responsibilities.

Highway Improvements

- o Build 1251 lane-miles of HOV and transitway lanes.
- o Build 1846 lane-miles of additions to existing highways.
- o Protect rights of way for future use.

Commuter Rail

- o Study and implement appropriate new commuter services between Los Angeles and South Orange County, Saugus, Ventura/Oxnard, and San Bernardino, and between San Bernardino/Riverside and Orange County.

Aviation

- o Increase capacity and safety of operations at existing air-carrier airports when environmental impacts can be mitigated.
- o Plan for the creation of one or more new air-carrier airports to reduce pressure on the existing system. Each of the subregions should provide environmentally acceptable capacity within its own market area to serve local short-haul demand.
- o Provide appropriate access to the region's commercial airports to meet demand and mitigate local impacts.

Goods Movement

- o Encourage increased use of intermodal services.
- o Examine trucking and its impact on the economy of the region.
- o Explore alternate peak-hour routes and schedules for trucking operations.
- o Coordinate local regulations to improve trucking access and through movement.

Ports and Maritime

- o Improve physical access by truck and by rail to Los Angeles, Long Beach and Port Hueneme.

Financial strategies for mobility: how can we afford it?

The actions listed above will require $56 billion, but the available resources will provide only $20 billion. While the Mobility Plan is expensive, it is important to remember that the costs of losing mobility are far greater.

Today, in the six-county region, congestion costs $27 million daily. By the year 2010, the daily cost could be more than $219 million. The following measures are necessary to meet the $36 billion shortfall:

(1) The highway shortfall of $4.9 billion could be met by a State gas tax, or a regional gas tax, or local sales taxes, or the addition of tolls during the peak periods in selected highways in each county, or any combination of these. All should be considered user fees except the local sales tax.

(2) The transit capital shortfall is $31 billion and is approximately 43% user-based, 37% taxation-based, and 20% value-capture. A gas tax increase, plus an increase in parking fees at employment centers, plus local sales taxes and benefit assessments, would be needed to generate the necessary funding.

(3) The capital cost of the demand-management program is $50 million and it could be totally made up through user charges on selected facilities, or raised through the partial elimination of employer-provided and subsidized parking and substitution of demand management services such as express commuter buses, park-and-ride facilities, and shuttle services.

(4) The operating and maintenance shortfall of the demand-management program totals $404 million and will be made up partially from parking fees or a farebox increase.

(5) The Gann limit on transportation funds must be removed.

(6) Gasoline taxes will need to be increased by at least 7 cents per gallon.

Financing is a critical aspect of plan implementation. Present funding is inadequate, and it must be stated that the entire plan is built on a series of actions requiring strong leadership to bring out the necessary support. A shortfall in any of the areas will put added burden on the others to help meet the overall goals, and possibly force a revision of plans if the deficiency is too great.

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